

AD-A050530

DEFENSE SYSTEMS MANAGEMENT COLLEGE

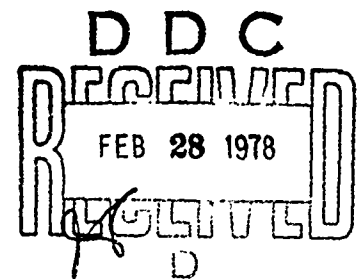


PROGRAM MANAGEMENT COURSE INDIVIDUAL STUDY PROGRAM

PROGRAM MANAGEMENT ASSISTANCE GROUP:
AFSC'S INTERNAL CONSULTANTS

STUDY PROJECT REPORT
PMC 77-2

James H. Steinmeier
Lt. Colonel USAF



FORT BELVOIR, VIRGINIA 22060

DISTRIBUTION STATEMENT A

Approved for public release;
Distribution Unlimited

REPORT DOCUMENTATION PAGE		READ INSTRUCTIONS BEFORE COMPLETING FORM
1. REPORT NUMBER	2. GOVT ACCESSION NO.	3. RECIPIENT'S CATALOG NUMBER
4. TITLE (and Subtitle) PROGRAM MANAGEMENT ASSISTANCE GROUP: AFSC'S INTERNAL CONSULTANTS		5. TYPE OF REPORT & PERIOD COVERED Study Project Report 77-2
7. AUTHOR(s) JAMES H. STEINMEIER		6. PERFORMING ORG. REPORT NUMBER
9. PERFORMING ORGANIZATION NAME AND ADDRESS DEFENSE SYSTEMS MANAGEMENT COLLEGE FT. BELVOIR, VA 22060		8. CONTRACT OR GRANT NUMBER(s)
11. CONTROLLING OFFICE NAME AND ADDRESS DEFENSE SYSTEMS MANAGEMENT COLLEGE FT. BELVOIR, VA 22060		10. PROGRAM ELEMENT, PROJECT, TASK AREA & WORK UNIT NUMBERS
14. MONITORING AGENCY NAME & ADDRESS (if different from Controlling Office)		12. REPORT DATE 77-2
		13. NUMBER OF PAGES 60
		15. SECURITY CLASS. (of this report) UNCLASSIFIED
		15a. DECLASSIFICATION/DOWNGRADING SCHEDULE
16. DISTRIBUTION STATEMENT (of this Report) UNLIMITED		
<div style="border: 1px solid black; padding: 5px; display: inline-block;"> DISTRIBUTION STATEMENT A Approved for public release; Distribution Unlimited </div>		
17. DISTRIBUTION STATEMENT (of the abstract entered in Block 20, if different from Report)		
18. SUPPLEMENTARY NOTES		
19. KEY WORDS (Continue on reverse side if necessary and identify by block number) SEE ATTACHED SHEET		
20. ABSTRACT (Continue on reverse side if necessary and identify by block number) SEE ATTACHED SHEET		

ACCESSION for

DTIC

DDP

DDP

DDP

DDP

DDP

DDP

DDP

DDP

DDP

DDP

DDP

DDP

DDP

DDP

DDP

DDP

DDP

DEFENSE SYSTEMS MANAGEMENT COLLEGE

STUDY TITLE: PROGRAM MANAGEMENT ASSISTANCE GROUP: AFSC'S
INTERNAL CONSULTANTS

STUDY PROJECT GOALS:

To gain an understanding of the origin, purpose and operation of AFSC's Program Management Assistance Group (PMAG).

To examine some of the various implications that PMAG, as an internal consultant group, has upon AFSC.

STUDY REPORT ABSTRACT:

The purpose of the study is to examine the Air Force Systems Command's Program Management Assistance Group (PMAG) in terms of its origin, purpose, organization, manning and method of operations in conducting its acquisition activity reviews. Subsequently, since PMAG's effectiveness is difficult, if not impossible, to measure due to the confidentiality of its results and its client-consultant relationships, the study turns its attention to the emerging concept of internal consultants in industry and draws together some possible implications for Systems Command as a result of its having this type of group. The study presents many positive implications that PMAG can have on AFSC and the field of acquisition management. Although the implications are directed at AFSC, they are certainly applicable to any other organization which establishes for itself its own internal consultants. Since there appear to be few other internal consultants established within the various organizations of the Department of Defense, the recommendations of the study are aimed at encouraging the much wider adoption of the internal consultant within DoD Components. Specifically, the study recommends that AFSC spread the PMAG story throughout its organizations and to other DoD Components. Also recommended is that AFSC explore other areas for possible internal consultant expansion. In addition, the study strongly recommends that DoD and its various component executives examine the concept of internal consultant, particularly as it is presently practiced by PMAG, with the view of adopting this concept in as many areas as appropriate.

SUBJECT DESCRIPTORS:

System Acquisition Management, Program/Project Management (10.02), Organizational Behavior, Management Strategies and Techniques (10.03.05) Internal Consultants.

NAME, RANK, SERVICE
James H. Steinmeier, USAF Lt. Col

CLASS
PMC 77-2

DATE
November 1977

PROGRAM MANAGEMENT ASSISTANCE GROUP:

AFSC'S INTERNAL CONSULTANTS

Individual Study Program

Study Project Report

Prepared as a Formal Report

Defense Systems Management College

Program Management Course

Class 77-2

by

James H. Steinmeier
Lt Colonel USAF

November 1977

Study Project Advisor
William H. Cullin

This study project report represents the views, conclusions and recommendations of the author and does not necessarily reflect the official opinion of the Defense Systems Management College or the Department of Defense.

TABLE OF CONTENTS

	Page
EXECUTIVE SUMMARY	ii
ACKNOWLEDGEMENTS	iii

Section

I. INTRODUCTION	1
Background	1
Objective	1
Scope of the Project	2
Organization of the Report	2
II. PMAG'S ORIGIN, PURPOSE, ORGANIZATION & MANNING	3
Origin and Purpose	3
Organization and Manning	5
III. PMAG REVIEW	8
Pre-Visit Activities	9
Visit Activities	13
Post-Visit Activities	21
IV. IMPLICATIONS OF AFSC's INTERNAL CONSULTANTS (PMAG)	24
The Individual	28
The Acquisition Activity	30
The Headquarters	32
V. SUMMARY AND RECOMMENDATIONS	36
Summary	36
Recommendations	37

ATTACHMENTS

1. AFSC Regulation 23-1, 7 March 1977, pp. 13-14.
2. AFSC Regulation 23-1, 7 March 1977, p. 9.
3. PG Operating Instruction 11-2, 15 Sep 77, Atch 1.
4. PMAG Assessment Plan for Advanced Ballistic Reentry Systems (ABRES), July 1977.
5. Task Assessment Worksheet.
6. Program Management Assistance Group (PMAG) Charter and Method of Operation, undated.

BIBLIOGRAPHY

EXECUTIVE SUMMARY

The purpose of this study is to provide the reader with an explanation of the Program Management Assistance Group (PMAG), which Air Force Systems Command established in September 1975 as its own internal consultant group in the systems acquisition management field. The study covers PMAG's origin, purpose, organization and manning, along with its method of operations in conducting its review of acquisition activities. Subsequently, the study briefly examines the emerging concept of internal consultants in American Industry and draws from this and PMAG's modi operandi to arrive at some implications for Systems Command's individual, acquisition activity, and headquarters.

The study recommends that Systems Command spread the PMAG story throughout its organizations and to DoD and its Military Services and Defense Agencies. The study also recommended that AFSC explore other fields for possible internal consultant adoption. In addition, the study strongly recommended that DoD and its various components examine the concept of internal consultant, particularly as practiced by PMAG, with the view of adopting the concept in as many areas as appropriate.

ACKNOWLEDGEMENTS

To Colonel John L. Funkhauser, Acting Special Assistant for Program Management Assistance, and Lt Colonel John C. Frishett, I wish to express my sincere appreciation for the time and assistance they gave me in acquiring information for this study.

SECTION I
INTRODUCTION

Background

Periodically, at all levels within the Military Departments, independent review groups are formed to perform various tasks, i.e., pre-inspection, audits, administrative or management assistance, special subject surveys, etc. Most of these different groups have one thing in common; they are ad hoc with a temporary life, and with the completion of the task, disappear. Along with them also disappear a certain potential and a bit of an important substance called "corporate memory". However, unlike these temporary independent review groups of the past, Air Force Systems Command created a permanent independent review group, called the Program Management Assistance Group (PMAG). This particular step has had some very positive implications within Systems Command and may have similar implications to other Military Departments and Defense Agencies (hereinafter referred to as "DoD Components") who are willing to try AFSC's type of permanent internal consultants.

Objective

The overall objective of this Individual Study Project is to explain PMAG's origin, purpose and modi operandi which all combine to determine its implications within Air Force Systems Command.

Scope of the Project

This study is limited to AFSC's Program Management Assistance Group's origin, purpose, organization, mode of operation and implications. While the PMAG field review results would be very interesting and illuminating in terms of PMAG's effectiveness and value, these examples are not available because of the confidentiality of the PMAG consultant-client relationship.

Organization of the Report

This study is organized in the following way:

Section II deals with the origin of PMAG, its purpose, organization and manning.

Section III explains the procedures and methods PMAG uses in conducting its reviews.

Section IV deals with some of the implications that PMAG's concept of internal consulting has for Systems Command's individual, acquisition activity and headquarters.

The concluding section contains a summary and recommendations concerning the PMAG concept of internal consultant which are applicable to Air Force Systems Command and various DoD Components.

SECTION II

PMAG'S ORIGIN, PURPOSE, ORGANIZATION AND MANNING

Origin and Purpose

In 1974 and 1975, there were a number of adverse surprises in several of Systems Command's major acquisition programs. On 13 March 1975, an AFSC ad hoc team of 10 to 15 full-time and part-time personnel were pulled together by an AFSC staff element to conduct a review of some problems just beginning to plague AFSC's Airborne Laser Laboratory. The review's report was completed in early April 1975. At about this same time, AFSC's Inspector General, Brigadier General James A. Abrahamson was discussing with General Samuel C. Phillips, AFSC Commander, ideas on possible ways to reduce or eliminate these types of surprises. (32)

Sometime in early April 1975, General Phillips and General David C. Jones, Chief of Staff, USAF, discussed a number of ways to improve the acquisition program review process within Systems Command. As a result of these discussions, General Phillips wrote General Jones on 17 April 1975 of his decision "...to establish a Program Management Assistance Group within AFSC." In his letter, General Phillips wrote that he envisioned this group having a twofold mission

"...(1) early problem identification in major acquisition programs, and (2) continuing evaluation of our acquisition procedures and practices." This he felt, would be accomplished on a continuing basis through either a comprehensive or specialized assistance review of major programs. Furthermore, he wrote that he had already selected a general officer to head this "...small permanent cadre of three colonels and five to seven lieutenant colonels/majors with acquisition experience as well as functional expertise." and that this general was designated as his Special Assistant for Program Management Assistance. General Phillips concluded by indicating that he had already formed a temporary team composed of Headquarters, AFSC personnel who would be tasked with developing PMAG's procedures and conducting its first formal review of the Joint Surveillance System (JSS). (24)

By May, General Abrahamson, who was now also the Special Assistant, and PMAG's temporary cadre were fully involved in their first formal review. Unlike PMAG reviews to follow, their primary tasks in the JSS effort were to develop needed documentation and to pull the loose ends of the program together. After five weeks and a team of 80 people, PMAG turned its partially completed work over to others within AFSC to finish. This review was quickly followed by reviews of the Peace Hawk IV, F-5 Foreign Military Sales to Saudi Arabia, and GBU-15 Modular Glide Bomb programs. (26)

Finally after four months and three reviews had passed since General Phillips' letter to General Jones, AFSC officially established PMAG on 1 September 1975 as its internal management consultant organization reporting directly to the AFSC Commander. (17:17)

On 23 December 1975, the new Commander of AFSC, General William J. Evans, wrote his commanders and directors of AFSC's divisions, centers, SAMSO, AFETR and laboratories of PMAG's past three formal reviews. In his letter, he praised PMAG's ability "...to act as a catalyst for promptly translating lessons learned and exemplary management approaches into acquisition policies and procedures." Further, he wrote that PMAG's horizontal view of programs had proven to be successful, and that they, his managers, should be ready to make every effort to provide their best people to augment the PMAG review team when called upon to do so. (25)

PMAG's present purpose and responsibilities are spelled out in AFSC Regulation 23-1. (See Attachment 1)

Organization and Manning

Although PMAG has always existed as a separate entity within Headquarters AFSC reporting direct to the Commander, its first two heads were dual-hatted and served both as the Special Assistant for Program Management Assistance and as the Inspector General. (See Attachment 2) This dual-hatted role of the Inspector General created some genuine concern

among those personnel in the field who were going to be "assisted" by a PMAG review. Even today in talking with some AFSC personnel, they still think of PMAG as having been once attached to the IG instead of always being independent.

PMAG's original organization and manning levels which were established and included in General Phillips' April letter have remained basically unchanged. (19:14) PMAG has thirteen billets authorized with the breakdown as follows:

<u>Office</u>	<u>Grade</u>	<u>Number</u>
Special Assistant	Colonel	1
	Major	1
	Civilian Secretary	1
Directorate of Systems Management Assessment	Colonel	1
	Lt. Colonel	2
	Major	2
Directorate of Business Management Assessment	Colonel	1
	Lt. Colonel	2
	Major	2

The present members of PMAG are experienced in the following areas: configuration management, software management, integrated logistic support, laboratory and program management interface, production, procurement, financial operations, systems engineering and program control. (22)

By formal agreement with the AFSC Director of Personnel, the officers serve a 12 to 18 month tour in PMAG. They are carefully screened and handpicked by the head of PMAG who matches PMAG's skill requirements against the qualifications of those officers available for reassignment. The primary

factor in an officer's assignment to PMAG is his past acquisition managerial experience in perhaps several SPOs and/or product division staff office positions. Additional consideration is given to obtaining rated officer skills as well as representation from each product division and a laboratory. The short tour in PMAG is a deliberate policy in order to develop broadened staff officers for subsequent HQ AFSC and Air Staff assignments. This also allows more officers to have an opportunity to serve in an assignment of this nature and, since careers are not made in such a short period, tends to discourage officers from using PMAG as an opportunity to spotlight themselves. Other considerations would be due to the extensive TDYs involved in PMAG and the desire to continually infuse PMAG with new officers who bring with them new ideas and approaches. This acts to preclude an officer from going "stale" in his PMAG assignment. (21)

In addition to the permanent PMAG cadre at HQ AFSC, PMAG review teams are augmented by both military and civilian personnel who may be from AFSC, USAF or other Major Commands. These individuals are selected for their specific skills or expertise, i.e., Communications Security, etc.

SECTION III

PMAG REVIEW

PMAG reviews may be conducted at the request of the AFSC Commander or his product chiefs. In addition, a review is frequently done at the request of a program manager who is experiencing difficulty in a specific area. In other instances, a particular staff element requests assistance. All reviews are conducted with the concurrence of the AFSC Commander.

The purpose of any review is threefold: "... (1) early problem identification; (2) a continuing evaluation of acquisition procedures; (3) resolution of program management impediments." (19:14)

Presently PMAG is conducting four major program reviews a year. Forty-five days during each quarter are set aside to accomplish all of the activities necessary for a single major review. Additionally, minor program assistance visits are interspersed throughout the entire year. In the past, these visits have been involved in such diversified areas as: Civil Engineering Environmental Development Office activities, Wilford Hall Hospital addition, West German Foreign Military Sales for F-4E, and Integrated Computer Aided Manufacturing at the Air Force Material Laboratory. This type of assistance to other than major systems is increasing in frequency. (22)

Unlike the past when PMAG teams were composed of upwards to 80 people, present practice is to limit the team to a maximum of twenty members. Augmentees are used to fill out the team and cover areas of expertise outside the experience of the permanent PMAG members. The size of the team and the selection of the team members are tailored to fit the size of the activity to be visited and the specific areas to be examined. Through experience, PMAG has learned that the best qualified people are only made available when they are requested for just one week. Consequently the augmentees are directed to be in-place at 0800 hours on Monday of the week when the on-site phase begins. They are released when their on-site assessments are completed and turned in which is normally accomplished by the following Saturday.

Pre-Visit Activities

Once the AFSC Commander approves the review of a particular program, a Review Director is designated by the Special Assistant unless the program is of such magnitude that the Commander designates a general officer as the Review Director. The Review Director's responsibilities include:

- 1) determining the visit's length and schedule.
- 2) form of the information presentation.
- 3) action level for PMAG recommendations.
- 4) final content of assessment worksheets. (28:1)

In addition to the Review Director, the Special Assistant may select a Review Manager who is actually the officer overseeing the accomplishment of the preparatory and on-site work. His duties include:

- (1) production of PMAG assessment plan.
- (2) compilation of "brainbook".
- (3) formulation of team composition.
- (4) conduct of visit activities.
- (5) integration of panel activities and assessments.
- (6) formulation of debriefings.
- (7) compilation of assessments for the visited activity's retention. (28:1)

Following the designation of the Review Director and Review Manager, a preliminary plan for the visit which contains the PMAG Review's charter, purpose, itinerary and planned actions is reviewed and approved by the Special Assistant. Subsequently, the program or activity manager is telephoned by the Review Manager and they discuss the forthcoming visit and possible problem areas. (29:1)

Next, the Review Manager begins to compile the data needed for PMAG's "brainbook" from various AFSC staff elements, USAF Air Staff actions officers or Program Element Monitor and others who may be involved. In its finished form this well organized and indexed "brainbook" will contain such data as Program Management Directive, AFSC Forms 56, Decision Coordinating Paper, financial tracks, technical

descriptions, Test and Evaluation Master Plan, etc. This "brainbock" provides the documentation needed and serves as the overall program reference for PMAG throughout its review process. (See Attachment 3)

Additionally, PMAG attempts to have at least one of its members at any AFSC briefing involving the activity to be visited. (29:2)

Next, the Review Director visits the scheduled activity and goes into more of the forthcoming visit's detail with the program manager. During this visit, the Review Director gains an appreciation for the size of the team needed and the areas of possible concern. In addition, he makes arrangements with the program manager to visit contractors, other involved DoD Components, and other external agencies, i.e., NASA, ERDA, etc. These PMAG visits outside the activity have proven exceedingly valuable in allowing for a free and frank exchange of interests and concerns between PMAG and those agencies and contractors visited. (29:2)

Within PMAG, some of its members are tasked to provide inputs to the formal assessment plan which is prepared for each visit. The assessment plan for a large activity might be twenty or more pages in length. It is typically divided into five sections which deal with its charter, purpose, approach, business management and technical management panels' tasks. Included in it are charts and tables which give the positions and names of the PMAG Assessment Team, the

visited organization's structure and key names, the program's external contacts, visit schedule, and a sample task assessment worksheet. The business management and technical management panels' sections are further divided into general areas of interests--procurement, program control, configuration management, systems engineering, logistics, system test, QA engineering, technology planning, etc. Each of these subareas are examined first in terms of the objectives of the assessment, i.e., "Determine how interface control is managed." Second, tasks in the form of questions are used to help the team member derive his assessment of the subarea. i.e., "To what extent is the SPD involved in change control?" (See Attachment 4)

Although PMAG does not formally request, in writing, inputs from the AFSC staff in making up the assessment plan, it does include ideas gleaned from informal discussions with staff members and others external to the visited activity. Once the plan is compiled, it is not reviewed by the AFSC staff but is used solely by PMAG, its augmentees during the visit, and members of the visited activity. As a general rule, the assessment plan is forwarded to the activity in advance for them to have an opportunity to review it and possibly add additional tasks. Even as the actual review is in progress the assessment plan does not remain static, but adds or deletes objectives and task questions as the review unfolds.

While PMAG is certainly sensitive to any problem symptoms which are brought to light during the pre-visit work and interviews, it attempts, at least as much as is humanly possible, to go into the visited activity without preconceptions of the problems or solutions. In this regard, the assessment plan helps PMAG avoid not following up on an earlier identified potential problem or symptom area. It also insures that PMAG avoids devoting too much attention to one area to the neglect of others.

During this period, the final trip arrangements, administrative matters, and visits with other key people and external agencies involved in the program of the visited activity are completed. At this point in time, PMAG is finally ready to visit the activity and conduct their field assessment review.

Visit Activities

Typically, beginning first thing on a Monday morning, PMAG conducts a special briefing for all of its augmentees. This is followed by PMAG presenting to the activity manager and his staff its functional overview briefing. This briefing consists of introductions, what the PMAG is, an overview of the plan and review schedule, a discussion of the major areas to be examined, and administrative matters. Following this briefing, the activity visited presents its overview briefing. These briefings normally consume the first morning.

After lunch, PMAG divides into its basic panels, i.e., business management and technical management, for a short

meeting prior to beginning its assessment tasks. During the next few days, the panel chiefs will have the responsibilities of:

- 1) assigning specific tasks to panel members.
- 2) conducting panel business.
- 3) coordinating interview schedules internally and with activity division chiefs.
- 4) reviewing draft assessments.
- 5) preparing and presenting the panel results outbriefing to the activity. (28:2)

Once this meeting is over, PMAG is ready to begin its assessment interviews with members of the activity using its task assessment worksheet. (See Attachment 5)

Task Assessment Worksheets. The task assessment worksheets play an important role in the PMAG review and are used by PMAG members to accomplish their various tasks. Each worksheet is identified by a specific task number which correlates to the appropriate item in the assessment plan. The worksheet contains a list of all the data read and persons interviewed by the PMAG member.

Discussion Section. The Discussion section summarizes all of the significant factual background and information gained from the interviews, documents, charts, etc.

Conclusions Section, The Conclusions section summarizes the assessor's analysis of the above facts. It also may

highlight good or bad management policies or techniques.

Recommendations Section. The Recommendations section contains the proposed solution or solutions, when appropriate, along with the rationale of the PMAG member. It also contains the implementation actions that are required, i.e., change AFSC Form 56, amend Program Management Plan, etc. In addition, the PMAG assessor initially identifies the OPR who is at the lowest level to accomplish the entire implementation of the solution(s). The OPR designated may range at any level from the activity visited to Headquarters AFSC. While an OPR is never designated which is external to Systems Command, internal AFSC OPRs are designated for those problems whose solutions lie outside of the Command. Normally, the PMAG member's ideas are discussed in some detail with the appropriate activity members before being committed to this section. According to Lt. Colonel Frishett, this is the point where similar procedures used by the IG and PMAG part company and the doubters begin to realize that PMAG is not another IG but is genuinely there to assist the activity. (21)

Once the worksheet is filled in by the PMAG assessor it is turned over to his panel chief who reviews it and indicates his concurrence or non-concurrence. It is then typed in draft and logged into the PMAG review system.

As a general rule, PMAG concludes each day's assessment interviews thirty minutes prior to the close of the activity's workday for the convenience of those people being interviewed.

PMAG holds an evening meeting with all its members. It is during these meetings that PMAG members exchange information and assessments with other members of the team who may have a collateral interest in the area. Also PMAG members will advise one another of other possible problem areas. In addition, panel chiefs also use this opportunity to discuss common items among themselves. This PMAG cross talk is a very well established ingredient in these meetings and often results in the modification, deletion, or establishment of new tasks.

One PMAG team member is assigned the full-time task of constructing the activity's integrated master schedule. According to a former PMAG member,

"An integrated master schedule is a detailed program schedule which portrays all of the major elements of a program and all related development efforts in such a manner that the interrelationships are easily seen. The schedule is updated regularly and is recognized by all program personnel as the master schedule and the only schedule authorized for publication outside the program. The schedule is reviewed and validated at least monthly by the program manager." (20:4)

This integrated master schedule is constructed by the PMAG team member based upon his careful check of documentation and through interviews. This information is then posted in chart form. If schedules have been changed but not formally documented, this is noted. If there are schedule conflicts or certain actions out of their logical sequence, this is noted and the program manager is immediately advised of this fact.

While this particular technique used by PMAG in its review may seem an unnecessary waste of time, this is not really the case according to Major John W. Douglas, a former PMAG member. In fact, this seemingly lack of ability on the part of the program manager to manage the schedule parameter of systems acquisition prompted him to do his Program Management Course's Independent Study Project on the "Development of an Integrated Master Schedule for Weapon System Acquisition". To establish the need for an integrated master schedule, Major Douglas drew from his past PMAG experience and gave four, sanitized, real life experiences that aptly illustrate his contention that more attention is needed to this particular aspect of acquisition management.

It is also in this area of examining the integrated master schedule and offering some recommendations that PMAG becomes involved in influencing an activity's long term strategies.

If the on-site visit is two weeks in duration, which is typical of a major system review, PMAG begins consolidating its assessments during the first weekend to arrive at an integrated review of the program. Once all of the augmentee task assessment worksheets are completed and approved, PMAG releases the augmentees to return to their organizations. PMAG may even release some of its own members early to return either to its own offices or to conduct another

assistance visit. This roll on and roll off capability with both its own cadre and augmentees has given PMAG considerable flexibility in maximizing its limited manpower resources.

During the next day or two, particular attention is paid to assuring completeness, accuracy and objectivity of the assessments. Each panel chief then summarizes the results of his panel's efforts on viewgraphs and in accompanying point papers in preparation for the outbriefing. Whenever possible, each panel chief personally debriefs the activity manager prior to the formal outbriefing.

On the day of the outbriefing, the PMAG Review Director may begin the briefing but turns it over to the panel chiefs to present their respective results to the activity manager and those members, he invites. As problems and recommendations unfold, PMAG identifies whom it believes should be the OPR in resolving the problems. Besides looking at the bad side of things, PMAG panel chiefs point out those management procedures and policies which are especially noteworthy. During this debriefing, the integrated master schedule is also briefed with special attention given to areas of non-documentation, conflicts in documentations, or disconnects between the program's various facets.

At the conclusion of the outbriefing, PMAG attempts to leave both the updated assessment plan, which may be used periodically in the future by the activity as a checklist,

and copies of the task assessment worksheets. Sometimes it is not possible to leave the worksheets since there is additional work required. If the situation and urgency dictate, PMAG leaves a copy of the rough, first thought drafts with the activity manager. PMAG does this with some reluctance since subsequent days of working the problem may result in some modifications to the first thoughts. In any event, the activity receives the finalized task assessment worksheets prior to the PMAG debriefing of the AFSC Commander. However, the important point is not when the task assessment worksheets reach the activity manager but what is done with them. The activity manager is the only one in AFSC who receives a copy of the assessment worksheets for which he is OPR. This usually comprises the bulk of the worksheets produced during a review visit. Once he receives these worksheets it is left entirely up to him as to what he does with them, if anything. (21, 22)

In the cases, where all of the items are within the prerogative of the activity manager to resolve, the formal review process ends. Upon PMAG's return to AFSC, a letter is sent to the Commander and his staff elements which indicates the review is concluded with no items requiring higher level action.

In other cases where there is a need to take some of the items to a higher level for resolution, the activity manager is advised of the issues to be elevated. At the same

time, he is invited to attend all the briefings at the higher echelons which will be held on items that are beyond his capability to resolve.

Unlike the Inspector General visit, PMAG does not require any written responses from the activity for those problem areas for which they are OPR. The essential difference is that PMAG is not performing an IG role of checking for compliance items but is instead attempting to find weak areas which can be improved upon both within the activity and AFSC. When necessary, PMAG offers its best recommendations to the activity manager, who may or may not agree with them. Also unlike the IG, PMAG does not conduct an unscheduled follow-up visit to the activity. If PMAG were to have this as its policy, many activity managers would feel obligated to adopt PMAG's recommendations since obviously the results of the second visit might be given to the same AFSC top managers. If this were to happen, then there would be very little noticeable difference between PMAG and the IG, and this IG connotation would be counter productive to PMAG's efforts to assist the activity and AFSC. However, PMAG will return later at the request of the activity manager.

As it is presently, PMAG's approach continues to place the full responsibility of the program's success on the activity manager's shoulders as DoD Directive 5000.1 fully intended; but it does stymie any meaningful attempt to measure the effectiveness of PMAG's recommendations at the activity level.

Post-Visit Activities

Once PMAG returns to its offices, a dry run briefing may be given to the Vice Commander and interested staff elements on those issues or PMAG recommendations which require higher headquarters action. Prior to this briefing, a letter with the appropriate task assessment worksheets is sent to each staff element which was indicated as the initial OPR for a PMAG recommendation. The completed worksheets allow each staff element to understand the problem and PMAG's rationale for its recommendation and selection of it as the OPR. This letter also allows the staff element chief to attend the dry run briefings fully informed on the subjects to be covered. (31:1)

At the dry run, there is a complete discussion of the issues presented by PMAG with the activity manager and all other affected staff elements or product chiefs being present. Sometimes the dry run results in modifications to PMAG recommendations or who should be the OPR within Systems Command. During these sessions there is an attempt made to resolve any differences of opinions at the staff level before briefing the Commander. During these sessions, the activity manager has an opportunity to be heard, if he so chooses.

While each PMAG debriefing given the Commander and his staff are a bit different, they normally follow somewhat along the same lines as the debriefing given on 21 October 1977 of the Integrated Computer Aided Manufacturing (ICAM) Activity review. The PMAG Review Director for the ICAM visit gave the

15 minute presentation. He began by showing the PMAG team's composition and each augmentee's position within his respective organization. Next he showed the review's schedule along with a list of contractors and external agencies visited in conducting the review. Following this, he gave the total number of task assessment worksheets completed on the review and how many were left with the activity manager. At no time during the remaining debriefing were these activity OPR assessments ever again mentioned or discussed. However, the assessments which PMAG had tentatively assigned to a staff level OPR were presented along with a brief description of the problem and PMAG's recommended solution. This was then followed by a summary of PMAG's key recommendations. Next, the ICAM program manager exercised his option to present his views. Following these two presentations, a discussion ensued after which General Lew Allen, Jr., provided his guidance and direction. This completed the Commander's debriefing of a PMAG review.

Once PMAG presents the Commander's debriefing its work continues on those of its recommendations which were approved by the Commander. Both General Evans and more recently General Allen have established PMAG as a suspense monitor for open PMAG recommendations which are given to different staff elements for action. Once a quarter, PMAG receives each staff element's status report on all open PMAG action items and forwards these, without comment, to the Commander and

his principal deputies. From these status reports, the Commander is able to review the separate inputs and judge their adequacy. Inputs which are judged insufficient by the Commander are returned to the appropriate OPR for further action and suspense monitoring by PMAG.

Unlike the lack of detailed field feedback on whether or not PMAG recommendations are used, at the staff level PMAG is continually aware of the results of its recommendations. Whenever feedback should be provided to other Systems Command activity managers in regards to PMAG recommendations this is done through the various staff element channels. If PMAG's recommendations impact upon other Major Commands or USAF policies or procedures, the necessary changes are sought by Headquarters AFSC through its normal operating channels.

SECTION IV

IMPLICATIONS OF AFSC'S INTERNAL CONSULTANTS (PMAG)

Officially on 1 September 1975, Systems Command took the same step some estimated 500 to 600 companies have taken when it established its own permanent internal consultant capability. (9:63) With this step, AFSC created PMAG to identify early problems in AFSC's major acquisition programs and to evaluate its acquisition procedures and practices with the view of improving them.

Although according to Anton K. Dekom, in his book, The Internal Consultant, the effectiveness of internal consultants "...is measured by actions clients take.", along with client "...satisfaction and additional requests for help....", this is difficult to do in PMAG's case. (3:16) Because of PMAG'S modi operandi, no one, including the AFSC Commander, his staff and product chiefs, PMAG members, or visited acquisition activities have really enough of the total picture to assess with absolute certainty or accuracy PMAG's overall worth or effectiveness since its establishment in 1975. As a result, the Acting Special Assistant for Program Management Assistance uses the three following criteria for measuring his organization's worth:

- (1) continuance of requests for assistance.
- (2) Commander's perception of the worth of the recommendations for Headquarters action.

(3) Unsolicited indorsements from the field made through the Commander and his principal deputies.

While others may use differing criteria for judging PMAG's overall worth, the implications of PMAG can be just as valuable. In examining these implications, it is first necessary to look at the definition of internal consulting and then briefly discuss what Harry D. Kolb in his book, Organizational Theory in Industrial Practice, refers to as the emerging concept of the internal consultant in today's management environment.

In Anton K. Dekom's book, internal consulting is defined as:

- ...a refinement in the staff concept in management which emphasizes making available to the manager a team of specialists to help him by
- .identifying the opportunities and problems.
- .studying the reasons for and meaning of those opportunities and problems in his unit.
- .preparing recommendations that emphasize his point of view and that balance and integrate the recommendations of the specialist members of the team.
- .being at hand to assist the manager in implementing the recommendations he accepts. (3:13)

He, along with all the other writers on the subject, places the internal consultant as an integral part and member of the organization. Certainly Dekom's definition fits what PMAG is doing except for perhaps the last item of being at hand to assist in the implementation of its recommendations.

Actually, the omission of this particular item appears to have some of its own benefits.

Harry D. Kolb wrote that in the past, headquarters staff people generally assumed one of the following roles:

1. The auditor or inspector, who is concerned with enforcement, procedural compliance, fault-finding, and data collection for communication back to the headquarters.
2. The advisor or "helper" who offers unnecessary help and is less than fully responsible for the consequence of his advice.
3. The promoter or experimenter, whose interests are self-centered rather than designed for real problems in the field unit.
4. The technician who, though competent, is too rigid to be adaptable. (7:519)

To these four roles, Kolb adds a fifth, the concept of the internal consultant. This he believes to be only a natural outgrowth of the tendency among higher level managers within the corporate headquarters to relinquish more and more control to their field units. Furthermore he feels that this trend will continue and promote the increasing growth of internal consultants. He believes that this is not without its own problems since it is then necessary for the higher level managers to determine the amount and type of staff help and direction required without overcontrolling the field managers' activities. A situation that is somewhat similar to the relationship that exists between AFSC's top management and their acquisition activities managers.

Kolb, then continues in his book to describe some of the pitfalls of internal consulting. One revolves around the fact that the headquarters manager still wants to be informed of field problems so he can protect the company's interests. On the other hand, field managers perceive this particular desire of the part of top managers as requiring internal consultants to submit frequent and critical reports to the headquarters management. This perception does not help to build good consultant-client relationships. Even if this were somehow eliminated, a field manager would then be concerned about an internal consultant building up his influence at the headquarters so as to force the field manager to implement his recommendations. Kolb concludes by stating that "...one of the essential conditions for an effective consultant role is this confidential relationship between the headquarters staff man and the field unit." (7:521)

If the headquarters management can accept this idea that internal consultants do not make reports in the home office, Kolb believes the key question then becomes how to determine "...that such centralized services are justified or properly being used." (7:521) Kolb answers this question by writing, "the consultant has to rely upon the field management to communicate upward its own evaluation of his worth". (7:521) Thus to be effective the consultant must avoid the temptation of drawing "...attention to the usefulness of his work in order to enhance his own reputation." or influence. (7:521)

If companies use the proper concept of internal consultants, Kolb argues that:

There is a potential here for effective help and service from a headquarters organization, in contrast with many of the presently acknowledged shortcomings of today's systems for central staff support. More specifically, there is potential for real development of field organizations toward greater self-sufficiency. Therefore, this represents a new and useful form of management development. (7:521)

What then is the cost for the concept of internal consultants? "Management should anticipate paying a high premium for real skill and competence in the consultant function--and yet not settle for less in staffing this type of service." (7:521)

Having looked at a somewhat condensed view of Kolb's concept of the internal consultant, then what are the implications of AFSC's internal consultants for the: individual, acquisition activity, and headquarters?

The Individual

Although the work is demanding and the hours are long, an officer who is selected for a PMAG assignment can consider himself very fortunate. Because of his past assignment experiences in acquisition management and his performance records, he has been singled out as being a very special officer--an expert in his field. Although an officer may improve his selection opportunities by volunteering for PMAG, the hard cold reality is that the performance record and experience

in a number of acquisition activities will be the deciding factors.

While PMAG is not designed to be a training ground or laboratory for future potential program managers, by its very nature it is. Through its PMAG reviews, it permits a PMAG officer to see a wide variety and quality of program management practices and policies throughout the various organizations of Systems Command. Because of PMAG's task to ferret out both the good and bad aspects of how an activity is functioning within specific time constraints, a PMAG officer either quickly learns to get to the heart of the right problem or he is replaced. Once he has isolated the problem, he must then offer his own alternatives to the problem's solution and determine the appropriate OPR. By being a PMAG member and through deliberate policy during PMAG reviews, he is exposed to a great deal of team synergism and cross-fertilization. As a PMAG member, he tests his ideas and solutions against the "reality" of other PMAG cadre and augmentees, members of the visited activity, and often members of the System Command's staff. This is a particularly valuable experience for a career officer.

Another implication to the individual is that following his short tour in PMAG, he is frequently reassigned within the Washington area at either Headquarters AFSC or at the Pentagon. No matter where, based upon past experience the assignments following PMAG have been outstanding and challenging

to the officer, i.e., Deputy PM, Iran F-16 FMS; procurement officer, Joint Cruise Missile SPO; Air Staff Action Officer on Simulators, etc. (22)

In sum, as a result of the broad experience gained by an officer while assigned to PMAG, both the USAF and Systems Command have truly gained a better trained and prepared officer to fill a future program manager position.

Another individual who also benefits from his PMAG experience is the civilian or military PMAG augmentee. He has the opportunity to see how other activities or programs operate, to find internal activity or command problems that need fixing, and then offer possible solutions. While this contributes greatly to his own self-development, at the same time it can be valuable upon his return to his own home organization.

The Acquisition Activity

With the establishment of PMAG, Systems Command has, in effect, put within the easy reach of all of its acquisition management activities a group of systems acquisition officers with a broad spectrum of experience that can be drawn upon through the PMAG review process. These PMAG officers have been exposed in their career fields to a number of different activities within one or more of Systems Command's organizations.

According to Lt. Colonel Frishett, when an activity is visited by a PMAG review, it gains three things. First, it is

provided a team which brings with it specialized knowledge and skills in the acquisition field. Second, it is supplied with a team that can give intensive professional assistance on a temporary basis. Third, it gains the advantage of having a team which brings with it an impartial outsider's look at the activity. (21)

In addition, PMAG offers the activity manager a team whose stock in trade is to quickly and thoroughly find problems and offer viable alternative solutions. PMAG's team offers the activity manager a quick access to the "lessons learned" in acquisition management and can help in determining the applicability of some of the lessons to a particular situation. This saves the activity manager from having to reinvent the wheel or finding out later that he borrowed the wrong wheel. Additionally, the team provides the activity manager with a group of experts who through their mission and past performance have the ears of AFSC's top management, if need be, in resolving problems within the system.

Because PMAG is not the IG, the activity manager and his people can develop a special consultant-client relationship which allows the activity to open up and help itself.

Besides helping the activity overcome some of its more immediate problem areas, PMAG members are available to have their brains picked by the activity's members and to help the activity members in their own self development. PMAG can also provide a sounding board to an activity member to

point out portions of the system which hinder the effective accomplishment of the acquisition mission. In addition, the activity member can expect PMAG, if it agrees with him, to surface his concern at the lowest level required in order to correct the situation.

Probably the most significant implication of a PMAG review to an activity is that it does not negate the DoD Directive 5000.1 charter which gives the program manager the full responsibility for the project. Instead PMAG offers some of the best advice and help available in Systems Command to assist the program manager in solving his local problems and yet the program manager is under no obligation to take any action on PMAG's recommendations. In other words, the program manager still truly remains responsible for the success or failure of his project. On the other hand, PMAG is able to obtain for the program manager assistance for solving those problems which are beyond his control.

The Headquarters

As a result of its September 1975 action, Systems Command acquired for its Commander a neutral group of internal consultants who are committed to the Commander to change those command procedures, policies, and practices which are interfering with the effective accomplishment of AFSC's acquisition management mission.

Since this group owes no allegiance to any functional chief and as a result of their past training and experiences

along with the balance of team membership, they are able to view complex problems which cut across functional lines from a more horizontal rather than vertical perspective. This allows them to thus form a more objective assessment of the problem, its possible solution and OPR.

Somewhat along this same vein, Robert L. Craig wrote that internal consultants "...can work at several levels of the system and can focus on the crucial linkages between subunits of the organization, which often are not directly accessible to the line manager." (2:20-15)

Another implication of how PMAG impacts upon Systems Command is a result of the normal consequences of either internal or external consultants. Jerome H. Fuchs addresses this phenomenon,

Although brought on board in an advisory capacity, consultants have developed the ability of getting a decision-making response from the client. It is a fact of industrial life that although they are hired primarily to make recommendations, consultants actually initiate the actions that lead to the change. Granted, at times, they are unsuccessful in this pursuit for improvements. Most often, however, the company does take affirmative action in support of the consultant's proposals. (4:73)

Through PMAG, AFSC gains yet another channel for the early identification of problems. Unlike other reporting channels through which problems are elevated to the Headquarters, PMAG serves as a filtering device on both problems and recommendations. Problems which can be resolved locally

by the activity manager remain there and only those which are beyond the activity manager's ability to solve are elevated to the headquarters level for resolution. This supports the activity manager by allowing him the responsibility of solving his own internal problems without everyone in the headquarters being knowledgeable of or in his business. Yet at the same time, it gains for him the appropriate headquarters support when it is really needed. In addition, PMAG's filtering function saves the headquarters and top management's time and possible involvement in areas when their time could be more profitably spent elsewhere.

If in resolving a problem it must be taken external to AFSC, PMAG has done much of the research and documentation. This should reduce the time lag in getting the appropriate action on its way.

This upward PMAG channel to top management also provides a means whereby the activity's personnel point out perceived shortcomings in headquarters support which they would not want directly to raise because of some presumed fear that they do not possess all the relevant facts. At least with PMAG, these matters can be raised with the knowledge that if PMAG agrees with the assessment, that these will be elevated higher.

As pointed out earlier, through PMAG, Systems Command gains a centralized group of acquisition experts who can serve as an outstanding resource to any activity that needs assistance.

Although there is every indication that AFSC initially

wanted PMAG to follow the code of the academicians "publish or perish" at least when it came to "lessons learned", luckily this has not become a PMAG task. Indeed, instead of having treatises on "lessons learned", which no matter how well sanitized could be equated to specific programs, thus destroying the consultant-client relationship, and which the activity people probably don't have time to read or relate it to their problem. Systems Command has a group of people who possess "corporate memory". Each of PMAG's members have these lessons firmly implanted in their mind and have enough specifics to be able to quickly and competently see whether a particular "lesson learned" is applicable or not. (See attachment 6)

AFSC also gains another group whose tasks permit it to go outside AFSC and solicit ideas and concerns from other USAF commands, other services, or contractors regarding specific acquisition programs. Not only can this provide a useful feedback device to the Commander and his staff but it can also result in discovering and correcting breakdowns in communications.

Although it may be preferable to measure the value and effectiveness of PMAG in more quantitative terms, at times this is not possible and so it may be perfectly valid to look at its implications to the individual, the activity and the headquarters in arriving at its assessment.

SECTION V

SUMMARY AND RECOMMENDATIONS

Summary

Since September 1975, Systems Command's PMAG has been evolving its own internal consultant procedures and methodologies--some similar to its civilian counterparts and some especially adapted to the military acquisition management environment in which it operates. PMAG has cut back considerably the team size it takes into a PMAG review so as to minimize disruption within the visited activity while simultaneously maximizing its task accomplishments.

From a year ago lull in assistance visits solicited from the field, PMAG is now solidly booked in the immediate future with others waiting in line.

There appears to be no doubt in the minds of the AFSC Commander, Acting Special Assistant for Program Management Assistance, or others as to the effectiveness of PMAG and the need to continue it. Indeed, it has done what it was intended to do and yet there remains still more to be done.

PMAG is now considering a means whereby it can share with other activities what some activities are doing in various soft core areas, i.e., automated management control systems, etc. For example, PMAG might free one of its members for a relatively short period of research and disseminate what is being done in this area. This might include: reasonable

price for the services; how to transfer from manual to automated system; who to contact in the various activities for more information or demonstrations; etc..

Recommendations

Prior to offering any recommendations, it would be extremely useful to quote from an introduction to an internal and external consultant article which appeared in the SAM Advanced Management Journal in the autumn of 1976:

Management consulting, despite its progress in recent years, is making only a fraction of the impact that it could be making on every kind of human organization. There are vast, unmet needs for better management--especially within corporations and public agencies--that represent virtually unlimited opportunity for both internal and external consultants. One key to closing the gap is the stimulation of a great expansion in the use of consulting. (14:39)

Although a use of permanent internal consultants within the various DoD Components is not a management panacea, it is one management technique within the business community that is gaining widespread use and for that reason, plus its potential benefits, warrants careful examination by the top managers of the various DoD Components for possible application.

With this in mind, the following recommendations are offered:

1. That AFSC make a concerted effort to spread the PMAG story throughout its own organizations and into the

DoD Components. Presently there are only two articles in being which deal with the existence of PMAG or its activities. (12, 17) Also discussions with AFSC members attending the Defense Systems Management College's Program Management Course 77-2 indicate a widespread lack of knowledge or misinformation about PMAG. AFSC should seek to disseminate this PMAG information through Commander Conferences, the Airmen, AFSC's Newsreview, Air University Review, etc. However, all the publicity which results from this effort must ensure that the private PMAG consultant-client relationship that has been developed over the past is adequately protected.

2. That the Defense Systems Management College invite the Special Assistance for Program Management Assistance to take part in their Distinguished Guest Lecture Series.

3. That AFSC examine the possibility of expanding permanent internal consultants into other areas. In comparison with what is happening outside of Systems Command, in 1972, the Institute of Management Consultants listed 11 major classifications and 162 subcategories in which a person could qualify to become a Certified Management Consultant. (11:139) This gives some indication that there are other areas which AFSC could expand its internal consultants into.

4. That AFSC give additional weight in their selection process of those officers to attend DSMC's Program Management Course to those officers who are being assigned into PMAG.

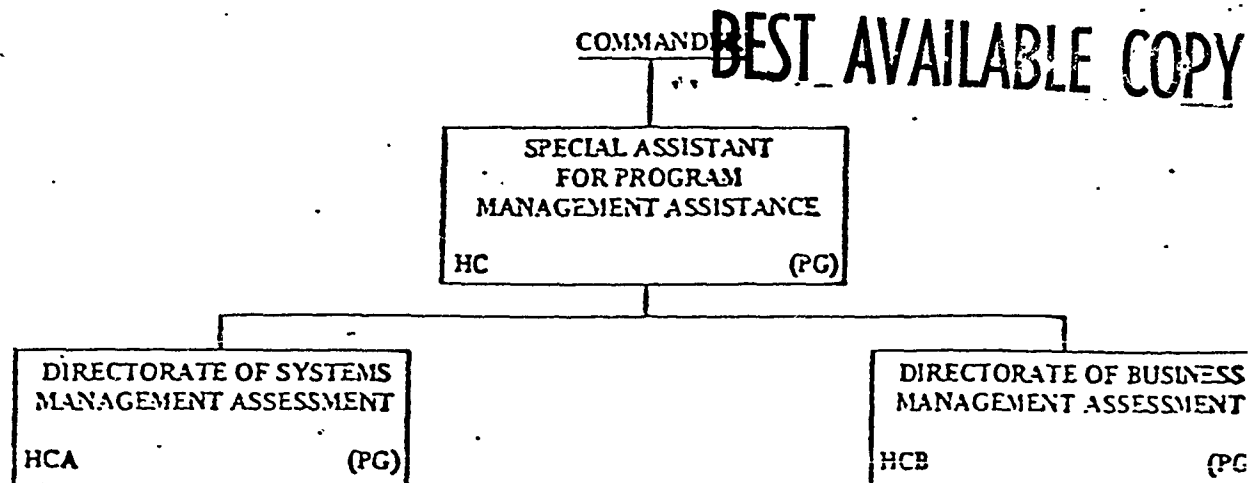
5. That at a later date when additional internal consultants are established, AFSC work with USAF Military Personnel Center in identifying a special prefix or suffix that will designate a person who is working as a permanent internal consultant.

6. That DoD officially recognize the increasing trend in the nation's business community to use permanent internal consultants and begin exploring possible ways to move in this same direction.

7. That other DoD Components carefully examine the Systems Command's internal consultant concept and procedures for applicability and possible internal implementation.

8. That, if DoD Components begin establishing their own internal consultants, DoD consider establishing a special course in internal consulting possibly to be taught at the Defense Systems Management College.

SECTION F-PROGRAM MANAGEMENT ASSISTANCE GROUP



Program Management Assistance Group (PG)

Responsible for conducting comprehensive or specialized reviews of major acquisition programs for: (1) early problem identification; (2) a continuing evaluation of acquisition procedures; (3) resolution of program management impediments. Provides managers of major acquisition programs with on-call consultant services. Translates lessons learned into recommended changes to acquisition policies and procedures. Evaluates evolutionary management approaches for possible use in the acquisition process.

Directorate of Systems Management Assessment (PG)

Responsible for evaluating those functions of the acquisition process commonly referred to as systems management, including such disciplines as systems engineering, test and evaluation, configuration control, maintainability, reliability, integrated logistic support, and overall acquisition management policy. Directs and supervises the preparation of assessment plans to achieve orderly and comprehensive assistance reviews of the engineering and logistic management status of selected major programs; organizes augmented teams of functional and user command experts; conducts in-depth engineering, logistic, and systems reviews; prepares assessment reports; and briefs results. Provides major program managers with consultant services on engineering and logistic matters. Principal advisor to the Commander for major acquisition program systems management.

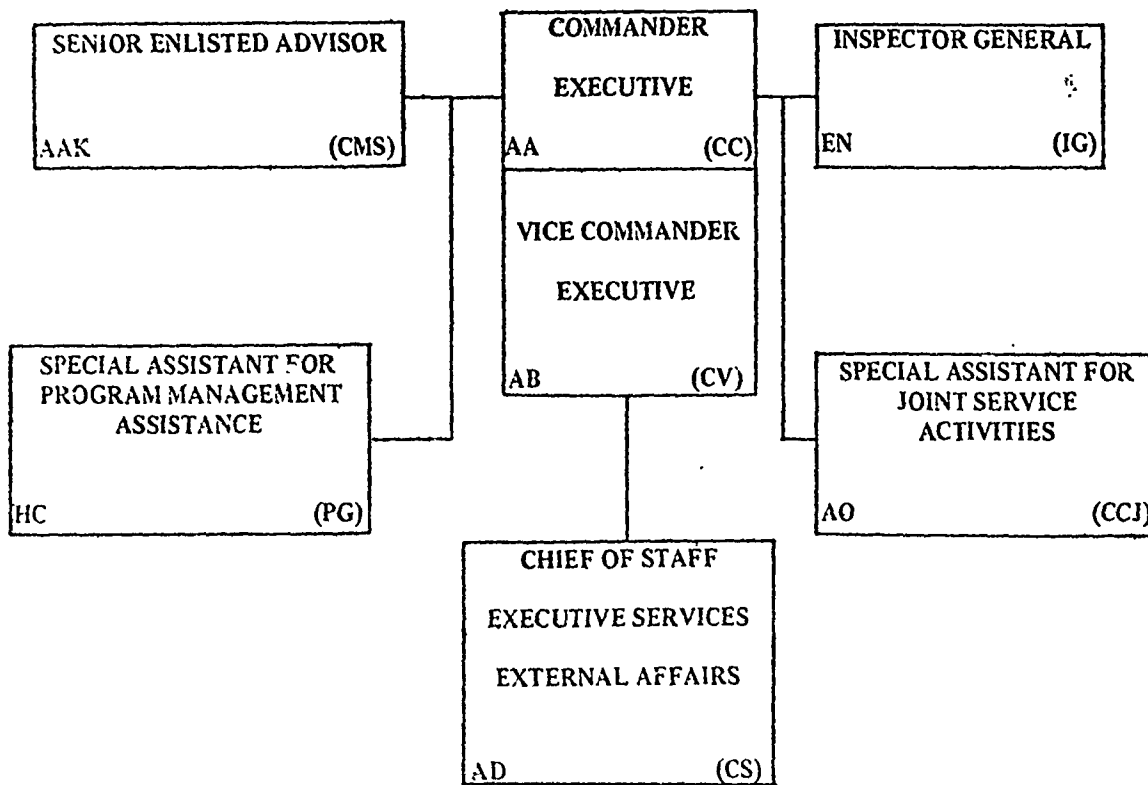
Directorate of Business Management Assessment (PG)

Responsible for evaluating those functions of the acquisition process commonly referred to as business management, including such disciplines as procurement, production, budgeting and funding, cost analysis, financial operations, and legal. Directs and supervises the preparation of assessment plans to achieve orderly and comprehensive assistance reviews of the business management status of selected major programs; organizes augmented teams of functional and user command experts; conducts in-depth business management reviews; prepares assessment reports; and briefs results. Responsible for evaluating the integration of engineering consideration into business strategy. Provides major program managers with consultant services on business matters. Principal advisor to the Commander for major acquisition program business management.

*****Below Omitted*****

Chapter 1

COMMAND



*****Below Omitted*****

TABLE OF CONTENTS

Source: SYSTO

Items:

- A. PMD
- B. AFSC Forms 56
- C. Program Element Summary Sheets (PESS)
- D. Requirement of Capability (ROC)
- E. Decision Coordinating Paper/Program Memorandum (DCP/PM)
- F. Program Management Plan (PMP)
- G. AFSC Form 1537 (Budget Sheet) submitted by SPO
- H. Any issue, talking, or white papers (or other significant data) from the SYSTO's office
- I. Latest PAR/CAR/SAR
- J. SPO Organizational Chart
- K. List of key personnel including phone numbers and office symbols
- L. Latest program schedules and associated cost estimate documentation
- M. List of major agencies/contacts requiring SPO interface (e.g., PEM, Prime and Major Subcontractors, using command, HQ staff agencies, etc).

Source: AFSC/AC (Programming Officer)

Items:

- A. Copies of descriptive summaries for Congress
- B. Force and Financial Plan (D-6 Report)
- C. Current and outyear budget line changes from FYDP including reviews underway and tentative budget decisions

Source: AFSC/PP

Items:

- A. Current Contracts
- B. Advance Procurement Plan (APP) (include any Procurement Strategy changes)
- C. Any murder board minutes or other documentation.

Source: AFSC/TE

Items:

- A. Test and Evaluation Master Plan (TEMP)
- B. Test and Evaluation Objectives Annex (if not included in PMD or PMP).

Source: AFSC/LG

Items:

- A. Integrated Logistics Support Plan (ILSP)
- B. Any current logistic concerns or activities

NOTE: EXTRACT OF PG OPERATING INSTRUCTION 11-2, 15 Sep 77, ATCH 1

Atch 3

HQ AFSC

PROGRAM

MANAGEMENT

ASSISTANCE

GROUP

(PMAG)

ASSESSMENT PLAN FOR
ADVANCED BALLISTIC
REENTRY SYSTEMS (ABRES)

JOHN L. FUNKHAUSER
COLONEL, USAF
DIRECTOR

Atch 4

PROGRAM MANAGEMENT ASSISTANCE GROUP

ASSESSMENT ACTION PLAN

FOR

ADVANCED BALLISTIC REENTRY SYSTEMS (ABRES)

I. CHARTER

The Commander, AFSC, has directed the Program Management Assistance Group (PMAG) to conduct a formal review of the ABRES program.

II. PURPOSE

The purpose of this review is to:

A. Assist the ABRES Program Manager in identifying current or potential problems and help develop solutions.

B. Focus command management attention on those issues requiring action beyond the control of the Program Manager.

III. APPROACH

A. ABRES is a tri-service program chartered by DoD and reviewed semi-annually by ODDR&E. Because of this multi-service/ODDR&E interest, previsits were made to the Navy, Army and ODDR&E offices which work with ABRES. In addition, pre-visits were made to several contractors (see Table I) and SAC HQ.

B. The on-site review will be conducted in accordance with the schedule of Table I. The review team will consist of the PMAG personnel plus augmenters as outlined in Figure I. The team will consist of a Business Management Panel and a Technical Panel. The prime areas of interest within each panel are also shown in Figure I.

FIGURE I

ABRES ASSESSMENT TEAM

Director - Col John Funkhauser

Team Chief - LTC John Frishett

Business Management Panel - LTC A.J. Driscoll (AFSC/PG) Chairman

Procurement	Mr. Ed Garcia (AFSC/PP)
Program Control	Maj John Stein (AFSC/PG)
Configuration Management	Maj John Steelquist (SAMSO/SK)
Program Schedule	Mr. Larry Philips (AFFDL/FB)

Technical Panel - LTC William Bracken (AFSC/PG) Chairman

Technical Management	Maj Paul Bovenkerk (AFSC/PG)
Logistics	Maj Mike Ewers (AFSC/PG)
Test & Evaluation	Maj Glenn Vogel (SAMSO/MNNT)
Systems Engineering	LTC Gene Kennedy (AFSC/PG)

Technology Group

Inertial Guidance	Maj Gaylord Green (SAMSO/MNNG)
Plasma	Mr. Walter Rotman (RADC/ET)
QA Engineering	Mr. William Steele (DCASO)

TABLE I

SCHEDULE

11 Jul 77	Previsit to the ABRES Program Office
12 Jul 77	Previsit to McDonnell-Douglas and Ford Aerospace
14 Jul 77	Previsit with the Army (BMD)
15 Jul 77	Previsit to the Air Staff Program Element Monitor and ODDR&E, Dr. Lin
21 Jul 77	Previsit to AVCO, Wilmington, MA
25 Jul - 4 Aug 77	On-site review at SAMSO/ABRES, LAAFS, CA
25 Jul 77	
0800	Augmenters' Briefing
0830	PMAG Functional Overview to ABRES
0900	ABRES Overview Briefings
1200	Lunch
1300	PMAG Subgroup Meetings
1400	Start PMAG Assessment Interviews
26-29 Jul 77	PMAG Assessment Interviews
30-31 Jul 77	Consolidate Assessments
1 Aug 77	Follow-up/Schedule
2-3 Aug 77	Prepare Briefing
3 Aug (PM)	Outbrief
4 Aug 77	Depart

IV. BUSINESS MANAGEMENT PANEL

A. Procurement

1. Objectives

a. Determine the validity of the procurement strategy and the supporting contractual provisions.

b. Determine the effectiveness of communication between the procurement organization and the Program Office.

c. Determine the effectiveness of contract administration techniques for insuring full compliance with contractual provisions.

2. Tasks

B.A.1. Examine the documented procurement strategy and the contracting techniques used to achieve program objectives.

a. Do the active contracts fulfill this strategy?

b. Are the contracts clear and easy to follow?

c. Are clear supportable negotiation objectives established, approved by the SPD and followed through?

d. Are procedures established for processing contract changes clear as to responsibilities and management controls?

e. Are procedures established for effective and timely cost management?

f. Is incremental funding well understood and managed efficiently?

B.A.2. Examine the relationship between the procurement office and the program office.

a. Is the relationship sound and healthy?

b. Is the procurement office capable of providing high-quality support to the program office?

c. Are program redirections handled in a timely manner?

d. Do assigned personnel have a good grasp of the overall program content and objectives?

* * * * *

omitted

* * * * *

C. Configuration Management

1. Objectives

a. Determine to what extent configuration management is required and used.

b. Determine what configuration control procedures are used.

c. Determine how interface control is managed.

2. Tasks

B.C.1 To what extent is configuration control applied to the pre-prototypes?

B.C.2 Who is responsible for configuration control?

B.C.3 To what extent are specifications controlled?

B.C.4 What procedures have been established to maintain a configuration control system?

B.C.5 To what extent are the various MIL-STDs (e.g., 490, 480, 483) applied?

B.C.6 Is there an ICWG?

B.C.7 Is there a Configuration Control Board? How does it function?

B.C.8 To what extent is the SPO involved in change control?

V. TECHNICAL PANEL

A. Technical Management

1. Objectives

a. Define the charter of the ABRES SPO (as opposed to specific PMDs).

b. Determine ABRES specific missions in terms of end products.

c. Assess program resource allocation to these missions (numbers and types of people, dollars).

d. Define the information flow within the program team structure.

e. Determine applicable interfaces for hardware, software, and technical organizations.

f. Access major technical issues identified by the SPO and/or contractors as to their scope and risk.

g. Determine nature and criticality of all ABRV and AMaRV software efforts.

h. Assess adequacy of software management effort.

2. Tasks

T.A.a.1 List all technology efforts currently in work within the SPO. List any scheduled for start up in the near future.

T.A.a.2 How do these early technology efforts relate to a laboratory operation?

T.A.a.3 Interview various management levels within the SPO to determine the degree to which the SPO maintains information competence in selected scientific/technical states-of-art. Is their degree of involvement (if any) appropriate?

T.A.a.4 What use is made of external scientific information resources available?

T.A.a.5 Is the technology effort and pre-prototype projects independent or is there a planned cross over from technology to application.

(1) If they are truly independent, does the organizational structure reflect the best way to manage these disparate efforts?

(2) Is there a better way to organize? What are the ramifications?

T.A.b.1 Develop an ABRES WBS which consolidates all CWBS down to level 3. Where a CWBS does not exist, develop one through interface with the SPO project officer.

T.A.b.2 Analyze this WBS to confirm that hardware, software, and study efforts are congruent with expressed mission requirements and perceived needs.

T.A.c.1 How is SPO's internal resource allocation determination made? How often is it updated?

T.A.c.2 How applicable are provisions of AFSCR 800-3 to SPO activities? What does the Form 56 say?

T.A.c.3 What are definitions of "technical functions" as seen by the SPO?

* * * * *

omitted

* * * * *

TASK ASSESSMENT WORKSHEET

1. ASSESSOR: _____ 2. ASSESSMENT: _____
3. PANEL: _____ 4. GROUP: _____
5. TASK NUMBER/TITLE: _____

7. DISCUSSION:

8. CONCLUSIONS:

9. RECOMMENDATIONS:

AUTHOR'S NOTE: Although this document is no longer accurate, it was accomplished early in PMAG's life 1975 and reflected the thinking of the time period.

PROGRAM MANAGEMENT ASSISTANCE GROUP (PMAG)
CHARTER AND METHOD OF OPERATION

I. CONCEPT

The PMAG concept is based on the premise that acquisition procedures and practices are evolutionary. Today's way of doing business is based on yesterday's experience. The experience being gained today will establish the procedures and practices for the future. The process of change takes time and the use of outdated procedures and practices can and does cause problems. The PMAG has been established with two basic objectives in mind:

- a. Early problem identification in major acquisition programs.
- b. Continuing evaluation of present acquisition procedures and practices.

As part of achieving the primary objectives, the PMAG is tasked with seeking and recommending practical solutions to the problems identified.

II. METHODS OF OPERATION

At the present time, it is possible to identify three primary methods of operation for the PMAG described as follows:

On-Call Assistance - The PMAG represents a carefully chosen cadre of systems acquisition experts at HQ AFSC. As such, it constitutes a significant core of knowledge in one central location. There are many times, especially in the smaller acquisition programs, when a SPD or Program Manager is faced with tasks his organization is ill equipped to handle. These occasions may occur as early as during the formative stages of a system program when the program and the formation of a program office has been directed; when actions, such as SPPs, have been assigned deadlines, but all personnel have not yet been assigned to the program office. Other potential on-call assistance could involve approach of major milestones and resulting decisions, or a suddenly directed increase in program scope without increase in manpower. The SPD or Program Manager may directly contact the PMAG and request temporary assistance for a specific problem or task.

The output of this assistance may be a report, an evaluation, a master plan for task accomplishment or whatever the SPD requires. Care will be exercised to ensure SPO coordination of

efforts as required (AFSC, USAF) to ensure that the result will be viable.

PMAG Review - The PMAG review is a formal review of a systems acquisition program when directed by the Commander, AFSC. Even though designed to render an objective view of a program's health to the Commander, another primary purpose is to provide assistance to the SPD or Program Manager in the proper execution of his assigned duties and responsibilities. Because of the significant expenditure of manpower and funds required to properly accomplish a PMAG review and the limitations on both, only selected programs will be subjected to PMAG review. Normally a program will be selected for PMAG review because of (1) marginal or unsatisfactory status as reflected in CAR/PAR briefings or (2) impending major decision milestones, such as a production or FSD decision. However, PMAG reviews of some programs might be directed as a result of interest by higher authority.

Upon return to HQ AFSC, the Director or the Team Chief will brief the results of the review to AFSC/CC and staff. If staff agency or CC action is required, the results, background and suggested actions will be documented and presented to the appropriate staff activity after the CC briefing. A formal review report will be prepared and published at the discretion of the Director. In addition, "lessons learned" and successful, unique management practices will be given widest possible dissemination either through inclusion in the SD Newsletter and other existing publications, or by periodic briefings at product division level.

Follow-Up - To insure that the PMAG is as effective as possible, formal reviews will not be the end of the activity. The PMAG should take an active interest in the aftermath of the review and ensure, as much as possible, that positive action by appropriate agencies, be they SPO, AFSC staff or other, is taken to improve the condition that precipitated the review. In the case of SPO actions, which will have been identified in the Team Chief's memo to the SPD, periodic contact with the SPD (which may include a visit to the SPO by the Team Chief) should be used to verify that actions are being taken and positive results are being achieved. In case the SPD does not have the manpower resources to accomplish corrective action, the PMAG could provide short term TDY assistance by appropriate experts from other SPOs, product divisions or HW Staff. In all cases, emphasis must be on positive assistance in order to accomplish the PMAG mission objective. It is in itself not sufficient to identify actions required (the SPD can do that and then totally disengage--there is a need for a staff agency (PMAG) to monitor the progress of the actions required.

BIBLIOGRAPHY

Books

1. Blake, Robert R. and Jane Srygley Mouton, Consultation, Reading, Massachusetts, Addison-Wesley Publishing Company, 1976.
2. Craig, Robert L., ed., Training and Development Handbook, New York, McGraw-Hill Book Co., 1976.
3. Dekom, Anton K., The Internal Consultant, New York, American Management Association, Inc., 1969.
4. Fuchs, Jerome H., Making the Most of Management Consulting Services, New York, AMACOM, 1975.
5. Fuchs, Jerome H., Management Consultants in Action, New York, Hawthorn Books, Inc., Publishers, 1975.
6. Klein, Howard J., Other People's Business, New York, Mason/Charter, 1977.
7. Kolb, Harry D., Organizational Theory in Industrial Practice, New York, John Wiley & Sons, 1962.
8. Schein, Edgar H., Process Consultation: Its Role in Organization Development, Reading, Massachusetts, Addison-Wesley Publishing Co., 1969.

Periodicals

9. "The benefits of doing your own consulting", Business Week, No. 2483, May 16, 1977, pp. 63-65.
10. "A big business in credibility", Business Week, No. 2473, March 7, 1977, pp. 84-86.
11. Block, Kenneth L., "The Professional Consultant", The Office, Vol. 75, No. 1, pp. 75-142.
12. Brownlow, Cecil, "Systems Command Stresses Management Control in AFSC, Industry", Aviation Week & Technology Vol. 105, No. 3, July 19, 1976, pp. 16-21.
13. Lippitt, Ronald and Gordon Lippitt, "Consulting Process in Action", Training & Development Journal, Vol. 29, No. 6, May 1975, pp. 48-53.

BIBLIOGRAPHY

Periodicals (Cont'd)

14. Shaffer, Robert H., "advice to internal and external consultants: expand your client's capacity to use your help", SAM Advanced Management Journal, Vol. 41, Autumn 1976, pp. 39-52.
15. Shay, Phillip W., "So you're considering employing a management consultant?", Management Review, Vol. 65, No. 11, November 1976, pp. 49-53.
16. Song, Norman, "Use and abuse of management consultants", Management Review, Vol. 63, No. 6, June 1974, pp. 35-38.
17. Willey, Captain Scott A., "Program Office/AFPRO Teamwork Effectiveness", Program Manager's Newsletter, Vol. VI, No. 2, Spring 1977, pp. 17-18.
18. Wolff, Joel C., "How to Get Your Money's Worth From a Consultant", Transportation & Distribution Management, Vol. 14, No. 3, May/June 1974, pp. 32-33.

Miscellaneous

19. Air Force Systems Command Regulation 23-1, Organization and Functions Headquarters Air Force Systems Command, 7 March 1977.
20. Douglass, John Wade, Development of an Integrated Master Schedule for Weapon System Acquisition, Individual Study Project Report, Defense Systems Management College, May 1977. (DDC AD A042936; DLSIE LD 39944A)
21. Frishett, John C., Lt. Colonel, USAF, Directorate of Systems Management Assessment (PMAG), Headquarters Air Force Systems Command, Andrews AFB, Washington, D. C., 20334, Interview, 21 October 1977.
22. Funkhauser, John L., Colonel, USAF, Acting Special Assistant for Program Management Assistance, Headquarters Air Force Systems Command, Andrews AFB, Washington, D. C., 20334, Interview, 24 August 1977.
23. Headquarters AFSC Program Management Assistance Group (PMAG) Assessment Plan for Advanced Ballistics Reentry Systems (ABRES), June 1977.

BIBLIOGRAPHY

Miscellaneous (Cont'd)

24. Letter, 17 April 1975, AFSC Commander, General Samuel C. Phillips, to USAF Chief of Staff, General David C. Jones, Subject: Establishment of Program Management Assistance Group.
25. Letter, 23 December 1975, AFSC Commander, General William J. Evans, to Commander/Director of Divisions, Centers, SAMSO, AFETR, and Laboratories, Subject: Program Management Assistance Group (PMAG).
26. Paschall, Richard C., Jr., Major, USAF, Student, Program Management Course #77-2, Defense System Management College, Ft. Belvoir, Virginia, 22060, Interview, 29 September 1977.
27. Program Management Assistance Group (PMAG) Charter and Method of Operation, undated (1975?).
28. PG Operating Instruction 11-1, Review Management, 15 September 1977.
29. PG Operating Instruction 11-2, Assessment Review Preparation, 15 September 1977.
30. PG Operating Instruction 11-3, Field Assessment Procedures, 15 September 1977.
31. PG Operating Instruction 11-4, Post Assessment Procedures, 15 September 1977.
32. Pulley, Donald C., Captain, USAF, DLCA, Headquarters Air Force Systems Command, Andrews AFB, Washington, D. C., 20334, Interview, 7 October 1977.